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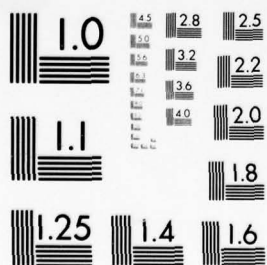
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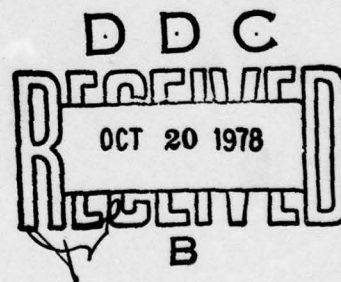
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FINAL

LEVEL II

PROCUREMENT INTERN PROGRAM

AUGUST 1978



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ARMY PROCUREMENT RESEARCH OFFICE

U.S. ARMY LOGISTICS MANAGEMENT CENTER
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FINAL

6 PROCUREMENT INTERN PROGRAM

by

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12 96 p.

11 August 1978

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EXECUTIVE SUMMARY

1. BACKGROUND. The primary vehicle for bringing personnel into the procurement career field and training them for the journeyman level in the Army Materiel Development and Readiness Command (DARCOM) is the formally structured Procurement Intern Program. The Army Procurement Research Office was tasked with evaluating the effectiveness of this program in preparing personnel for a career in procurement.

2. STUDY OBJECTIVES. a. Evaluate the current DARCOM procurement intern program to determine how well the program is providing graduate interns to function as procurement professionals for estimated vacancies.
b. Develop recommendations for improvement of estimating DARCOM needs, recruitment, preparation and retention of personnel for a career in procurement.

3. STUDY APPROACH. The study team reviewed guidance on the intern program and literature on the program and related topics, issued a questionnaire to interns and intern graduates, held interviews with personnel involved with the program and attended conferences at which the program and related topics were discussed. The data that was gathered in this manner was subjected to both manual and automated analysis. Conclusions were checked for current applicability.

4. SUMMARY AND CONCLUSIONS. The findings establish that for the most part the program does offer a well rounded procurement experience through on-the-job training and a beneficial formal schools curriculum. Improvements suggested by the findings are: Improve reliability of manpower needs projection; Strengthen the on-the-job training concept by improved implementation; Develop methods to improve intern-management communication; Simplify the intern appraisal form; Give increased attention to the preparation of Individual Development Plans; Clarify the policy behind the Mobility Agreement and adhere to it consistently; and Continue improvements in the scheduling of formal schools training and in the program's recruitment posture.

In addition, there is value in establishing a long term research project to evaluate the program by following the careers of a sample of interns.

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CHAPTER I

INTRODUCTION

A. BACKGROUND/PROBLEM

↪ The US Army Materiel Development and Readiness Command (DARCOM) has an annual procurement responsibility for billions of dollars worth of equipment, supplies and services. It is imperative that this responsibility be met by well-trained and competent procurement professionals. While the burden rests on the contracting officer whose signature binds the Government, the services provided by the journeyman must be reliable. A formally-structured intern program has been developed by DARCOM as the primary vehicle by which personnel are brought into the procurement career field and trained for the journeyman level. The centralized training concept was initiated by DARCOM in July 1969. The Directorate of Intern Training (DIT) of the Army Logistics Management Center (ALMC), Fort Lee, Virginia, formed in that year, developed programs of instruction (POI) for the intern career fields. The first POI published was for procurement and came out in 1971.

Funded by DARCOM, the program offers both on-the-job training (OJT) at designated training sites and formal course training. At first, the length of the program depended upon the entry level of the intern recruited. A GS-05 served a two-year internship. A GS-07 served a one-year internship. In January 1973 the program was lengthened to the current three-year program. ↪ This action provided a further year of OJT in the intern's specialty and enabled interns to develop their capabilities to a virtual journeyman level; thus they could increase their value to DARCOM and to the major subordinate command or installation. During the three years, interns are protected from training site

reductions-in-force. The intern enters the program at the GS-05 level. After one year, the intern is eligible for non-competitive promotion to GS-07. One year thereafter the intern is eligible for non-competitive promotion to GS-09. At this point, the intern can be assigned a permanent duty location for intensive on-the-job training and for a career upon conclusion of the intern program. At the end of the third year the intern must compete for promotion through the regular promotion process. In order for DARCOM to get a maximum return on its training investment, the program must be a viable and effective one. The research problem addressed in this report is the effectiveness of the procurement intern program.

To assess effectiveness, it is necessary to look at more than just the three years of training. Actions prior to the intern's entry and following completion of the program must be considered. Manpower needs sometimes are estimated a full year before the intern starts the program. DARCOM Headquarters tasks its field placement offices twice a year to hire interns. During the program, an intern spends two years at an initial training site. The third year, the permanent duty location is the training site. Upon program completion, the fruits of the training continue to prove the value of the program.

B. OBJECTIVES/SCOPE

Study objectives were:

1. Evaluate the effectiveness of the current DARCOM procurement intern program in providing graduate interns to function as procurement professionals for estimated DARCOM vacancies.

2. Develop recommendations, as appropriate, for improvement of estimating DARCOM needs, recruitment, preparation and retention of personnel for a career in DARCOM procurement.

Some of the specific questions to be explored in the project were:

- a. Is the graduate intern capable of functioning as a procurement professional?
- b. Is classroom training being considered with interns' on-the-job training assignments.
- c. What career management actions are necessary, or desirable, to enhance the procurement intern program?
- d. Is the program adapting to changing needs?
- e. Has the program met problems indicated in the AMC Intern Program Review published in May 1973?¹
 - i. lack of opportunity to receive meaningful well-organized OJT through responsible work assignments.
 - ii. difficulty in selecting a PDL at recruitment.
 - iii. lack of thorough knowledge of program, sites, PDL's on part of recruiters.
 - iv. lack of well prepared and interested OJT instructors.
 - v. lack of training for those charged with training interns.
 - vi. lack of protection from RIF's due to over recruiting.
 - vii. lack of single point of contact at training sites.
 - viii. failure to keep promotion and assignment promises.

¹ AMC Intern Program Review Camera No. 14-73, Review and Analysis Division, Comptroller, HQ, US AMC, Alexandria, VA, May 1973, pp. 101-7.

It is not the intent of this paper to question the need for the program for that has already been established. Nor is it the intent to question Congressional and Civil Service Commission constraints under which the program operates in that it is felt a viable effective program can be executed using the current ground rules.

C. STUDY APPROACH/RESEARCH METHODS EMPLOYED

A literature search was conducted. Informational material given to interns at time of recruitment and throughout the program was reviewed. Applicable regulations, pamphlets, manuals, and the Program of Instruction (POI) were reviewed and analyzed including a previous study on the AMC Intern Program done in 1973. Members of the study team were present at two conferences held to revise the POI. At the 6th Annual DOD Procurement Research Symposium in June 1977 a paper on the intern program was presented by a member of the study team as a member of the Panel on the Payoff of Procurement Professionalism. Audience feedback helped with the study.

In addition to the literature search, a questionnaire was distributed to 244 DARCOM procurement interns and graduate DARCOM procurement interns at the major subordinate commands (MSC's). There were 28 specific questions and two questions which allowed for general comments. A copy of the questionnaire, including a raw data display of responses, is included as an appendix to this report. Anonymity was preserved in an effort to get valid responses. These responses were subjected to both computer and manual analysis. More than 100 structured interviews were conducted with supervisory personnel representing every major subordinate command. Individuals involved in the administration of the program including civilian personnel

offices and recruitment activities were also interviewed. A computer print out of DARCOM Form 1320 on all procurement interns and graduate interns from the DARCOM Career Employee Record Referral System was obtained for tracking DARCOM career progression. Regression analysis and personnel flow modeling were explored as possible methods of estimating intern intake requirements.

D. ORGANIZATION OF REPORT

The DARCOM Procurement Intern Program process and time frame is illustrated in Figure 1-1. The report will follow the breakout shown in the figure to the greatest extent practicable. Chapter II will discuss requirements determination including the possibility of developing a model for prediction purposes. The recruitment process, types of placement, and information furnished interns will be mentioned. The chapter will cover the program up to the commencement of the interns' individual training. In Chapter III, the actual training of the interns will be discussed. The first and second year training will be combined and the third year treated separately. It will be further broken out by on-the-job training (OJT) and formal training. The evaluation of the intern and the training is also included as well as an assessment of past internship. Chapter IV sets forth the conclusions and recommendations.

FIGURE 1-1.

THE DARCOM PROCUREMENT INTERN PROGRAM PROCESS

I. PRELIMINARY PROCEDURES	II. INTERN PROGRAM TRAINING			III. POST-INTERNSHIP
<ul style="list-style-type: none"> A. Determination of manpower requirements. B. Recruitment Process. C. Orientation of Interns Upon Employment. 	<u>First and Second Year</u> <ul style="list-style-type: none"> A. Rotational On-the-Job Training. B. Formal Training. C. Evaluation of Intern. D. Evaluation of Training. 		<u>Third Year</u> <ul style="list-style-type: none"> A. Actual Manpower Requirements Met. B. Intensive On-the-Job Training C. Formal Training. D. Evaluation of Intern. E. Evaluation of Training. 	<ul style="list-style-type: none"> A. Regular Employment at Journeyman level. B. Assessment of Program Value.
FIRST YEAR	SECOND THROUGH FOURTH YEARS			YEARS THEREAFTER

△ Intern Hired As GS-05

△ Promotion to GS-07

△ PDL Assignment

△ Promotion to GS-09

△ Career Status

CHAPTER II

INTAKE PROCEDURES

The primary purpose of the procurement intern program is to bring personnel into the career field and train them for the journeyman level. The need for new journeymen is clearly evident when one looks at age and retirement eligibility of the workforce. As of January 1978, 59% of individuals in grades GS-11-17 were over age 50.² Figure 2-1 presents a distribution of these individuals. Thirty seven point four (37.4) percent of the individuals in grades GS-11-17 will be eligible for retirement by January 1981. Figure 2-2 portrays this distribution by grade. One must be concerned with eventually replacing these individuals that will be leaving for retirement and other reasons, and replacing them with adequately prepared procurement careerists.

Before the requirements for interns can be established, Headquarters, DARCOM, has to determine what the need for journeyman careerists will be three years hence. Then the determination must be made as to how many interns should begin the training process to help fill that need when the time comes. This initiates the recruitment process which occurs bi-annually, in the summer and winter months. Once the intern comes on board at the initial training site, the Civilian Personnel Office (CPO) and the Procurement Intern Coordinator must orient the intern to the command and the program. In addition, the Directorate of Intern Training at Fort Lee presents to the procurement intern as well as other DARCOM career field interns, a formal orientation course introducing the intern to the Government Service and the unique role of the intern in it.

2

DOD Central Automated Inventory and Referral System (CAIRS) Procurement Annual Report, Centralized Referral Activity, Dayton, OH., Dec 1977, p.63.

FIGURE 2-1

DISTRIBUTION OF ARMY PROCUREMENT WORKFORCE OVER AGE 50 AS OF 1 JANUARY 1978			
<u>GRADE</u>	<u># IN GRADE</u>	<u># OVER AGE 50</u>	<u>%</u>
GS-11	738	430	58.3
GS-12	916	511	55.8
GS-13	547	346	63.3
GS-14	223	141	63.2
GS-15-17	<u>84</u>	<u>51</u>	60.7
TOTAL	2508	1479	59.0

FIGURE 2-2

DISTRIBUTION OF ARMY PROCUREMENT WORKFORCE (1 JAN 78) ELIGIBLE TO RETIRE BY JANUARY 1981			
<u>GRADE</u>	<u># IN GRADE</u>	<u># ELIGIBLE</u>	<u>%</u>
GS-11	738	275	37.3
GS-12	916	300	32.8
GS-13	547	222	40.6
GS-14	223	101	45.3
GS-15-17	<u>84</u>	<u>40</u>	<u>47.6</u>
TOTAL	2508	938	37.4

A. DETERMINATION OF MANPOWER REQUIREMENTS.

A perennial question facing those who manage the DARCOM procurement intern program is, "How many interns do we need to hire this year?" Procurement interns are one source of manpower required to meet expanding workload requirements or to replace those procurement personnel who leave DARCOM because of retirement, resignation, death, or transfer to another organization. Since the number hired during the current year must correspond to anticipated losses three years later, it is extremely difficult to answer the question accurately.

1. The method currently being used to forecast requirements is an annual survey of DARCOM installations. DARCOM Form 2198-R, shown as Figure 2-3, is completed by knowledgeable procurement professionals at each command and submitted to DARCOM Headquarters. Here the requirements stated on the forms are reviewed, adjusted where necessary, and tallied to determine DARCOM's total intern projection.

This approach has not produced consistently reliable results in the past for a number of reasons. First, the estimates, while fluctuating from year to year, appear to have been based on the work force environment at the time rather than on projected needs thus causing surpluses or shortfalls upon intern graduations. Second, the estimates have no statistical base upon which to build and refine. Third, there are many complex factors which influence employee loss rates including retirements, transfers, resignations, death, and external considerations. Using only judgment to consider all those factors is risky and usually results in inaccurate estimates.

DARCOM CAREER INTERN INTAKE PROJECTION

1. Installation: _____
2. Career Field: _____
3. Occupational Series
(if appropriate): _____
4. Number of authorized TDA positions in career
field (GS-9 and above), excluding positions
not appropriately filled with DARCOM Career
Intern graduates: _____
5. Number of careerists currently on board
(GS-9 and above) against Item 4 positions: _____
6. Item 4 minus Item 5: _____
7. Anticipated losses to DARCOM because of retire-
ment, resignation, transfers outside DARCOM,
deaths, etc. See general instructions for
time consideration: _____
8. Item 6 plus Item 7 equals replacement need
in career field positions appropriate for
fill by DARCOM Career Intern graduates: _____
9. Anticipated resources for filling vacancies
above the DARCOM Career Intern level i.e.,
Upward Mobility assignments, local reassign-
ments between career programs, surplus
DARCOM and other Army employees, employees
entering from outside DARCOM, etc. (Do not
include DARCOM Career Intern manpower spaces
even if at Permanent Duty Location.) _____
10. Item 8 minus Item 9 equals net career
program replacement needs: _____
11. Item 10 modified by anticipated staffing and
organizational changes, i.e., workload
expansion or contraction, consolidation, etc.,
equals projected replacement needs (explain
below): _____

SIGNATURE (Must be signed)

ACTIVITY CIVILIAN PERSONNEL OFFICER

Modified for study purposes

One way to improve these intern projections is to develop a mathematical model to provide better information regarding the procurement work force from which more reliable estimates can be made. A cursory examination of available manpower forecasting models and techniques revealed that it is feasible to develop a model for DARCOM's needs.

2. Two approaches to the forecasting problem appear to have the most potential - regression analysis and computer simulation. Time did not permit a thorough analysis of both, but the simulation approach is favored. The simulation, or personnel flow model, is described graphically in Figure 2-4. As envisioned, gains to a procurement personnel pool will be in one of two groups, interns or all others. Losses from the pool will also be in one of two groups, retirements or all others. The model detail could be expanded later if desired.

Briefly, the model logic is as follows. Beginning with the actual inventory of procurement personnel in DARCOM, probable losses during the next year due to retirement are generated based upon Civil Service Commission retirement rates. Then, losses due to other reasons are generated using loss rates based upon three years of history in CIVPERSINS.³ Some members of the remaining work force are promoted using CIVPERSINS promotion rates. Vacancies thus created are then filled by some combination of intern gains and other gains, depending upon the hiring policy, to arrive at the desired manpower level.

³Department of the Army, "Reporting Requirements Under the Civilian Personnel Information System - Model 1 (CIVPERSINS-I)." AR 680-330, 21 July 1975.

FIGURE 2-4.
GRAPHIC OF PERSONNEL FLOW MODEL

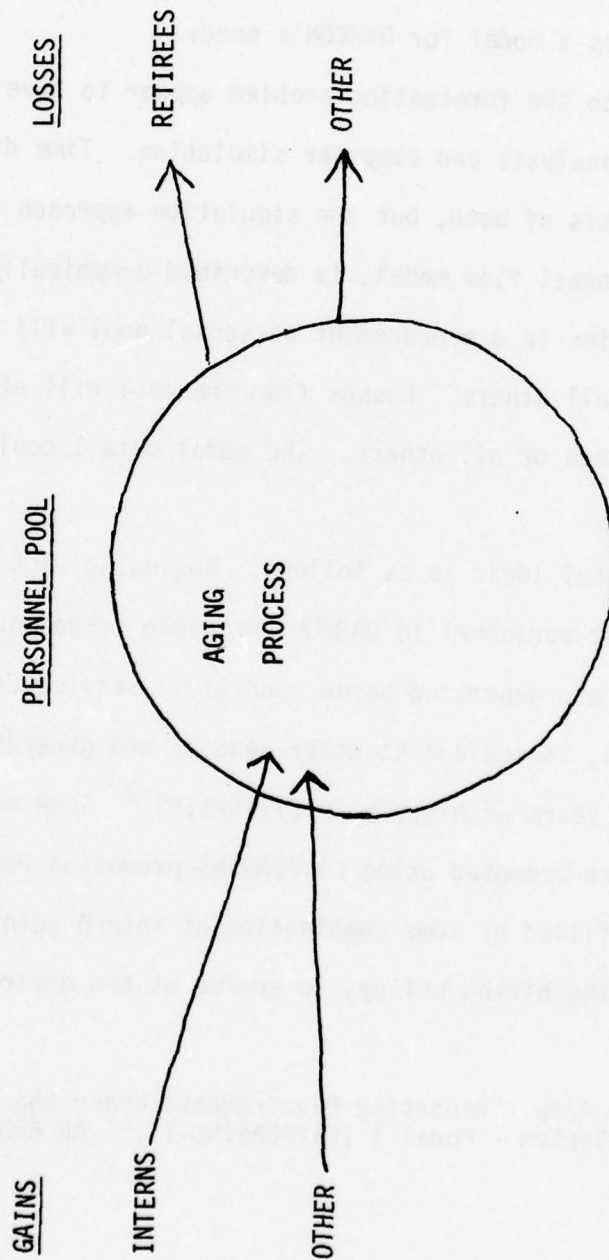


FIGURE 2-5.
EXAMPLE OUTPUT FROM PROPOSED PROJECTION MODEL

COMMAND	DARCOM	CAREER FIELD	Procurement	YEAR										Total Expected Loss	
				<21	21-25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	61-65		66-70
EMPLOYEE AGE															
Y	0-5	1	7	2	1										11
E	6-10		1	3		2									6
A	11-15				1		1								2
R	16-20					1									1
S	21-25						1								1
O	26-30							1							1
F	31-35								25						1
S	36-40								8	4	1				30
E	41-45									3	2	2			15
R	46-50									7	1	1			9
V	>50												1		7
I											4	2			1
C													1		1
E															
Total Expected Loss														84	

Summary reports are printed, and the cycle is repeated for each forecast year desired. Figure 2-5 is an example of the type of information that would be available from such a model.

A separate study is necessary to completely formulate a model which best suits DARCOM needs.

B. RECRUITMENT PROCESS.

DARCOM has its own recruitment program. The Civil Service Commission (CSC) authorizes agency recruitment stipulating that it conform to CSC requirements and practices and that it be subject to CSC monitoring and evaluation. Three Field Placement Offices (FPO) handle recruitment, each serving a specific geographical area. There is a Northeast Region Office in Philadelphia, a Southern Region Office in Atlanta, and a Midwest Region Office in Davenport, Iowa. One recruiter works out of San Francisco but is assigned to the Atlanta FPO.

Recruitment from the CSC register is the primary method used to locate potential interns. The registers are developed based on the scores earned on the Professional and Administrative Career Examination (PACE).

The test have five parts designed to identify and measure the following abilities:

- PART I. Ability to understand and interpret complex reading material, and to use language where precise correspondence of words and concepts makes effective oral and written communication possible.
- PART II. Ability to make decisions or take action in the absence of complete information, and to solve problems by inferring missing facts or events to arrive at the most logical conclusion.

PART III. Ability to discover underlying relations or analogies among specific data where solving problems involves information and testing of hypotheses.

PART IV. Ability to discover implications of facts; to reason from general principles to specific situations as in developing plans and procedures.

PART V. Ability to perform arithmetic operations and solve quantitative problems where the proper approach is not specified. 4

The test results are analyzed and ratings are formulated in six occupational categories. Category B covers Contracting and Purchasing along with Economics, Psychology, Taxation, Budget Administration and Financial Institution Examining.

Using the requirements data furnished by HQ, DARCOM, a recruiter attempts to fill a central pool of procurement intern spaces. The recruiter goes to the Civil Service Commission requesting, by region and then by category, registers of eligibles. The registers list candidates in descending order by PACE scores. Starting at the top of a register and, proceeding in turn, the recruiter inquires into the availability of eligibles. Interviews are held with those candidates who express an interest. No more than three applications on any one register may be rejected in order to select a candidate lower on the list for the program.

Internal placement is a second, less often used method of recruitment. PSA Announcement 1-74, "US Army Materiel Command (AMC) Job Vacancy Announcement for Internal Placement in Career Intern Positions," is a continuous open announcement which provides the opportunity for employees throughout

DARCOM to be selected on a competitive basis to participate in the program.

Eligibility is determined by servicing civilian personnel office staffing specialists in accordance with standards prescribed by CSC Handbook X-118, and in accordance with PSA 1-74. A local panel screens applicants and applications are reviewed at Headquarters, DARCOM. Those selected are offered employment through the FPO servicing their region.

The CSC has no "special" requirements restricting the procurement intern program as it has for some, the librarian, and engineering career intern programs, for instance, which require a specific college degree. Establishment of any such requirement, e.g. a business degree, would depend on irrefutable evidence that individuals who meet this special requirement are superior in procurement work to those who cannot meet the requirement.

One FPO surveyed gave the following summary of its involvement with the intern program. It has responsibility for four area registers on which collectively appear more than 2,000 eligibles. Hundreds are contacted. About three eligibles are interviewed for every one hired. The range of PACE scores is generally 85 to 105 and the average for accepted hires is 95 or 96. Internal hires may account for two per cent of the interns placed.

Research shows that the interns in general have not had as much information in advance of the interview about DARCOM and the career intern program as prudent persons entering an organization for a career ought to have.

While CSC restrictions are in part responsible, DARCOM has reduced like problems associated with recruitment. A clearer understanding of the program is transmitted during the interview now than was possible a few years back through use of summary fact sheets describing the procurement career intern program. A recently developed loose-leaf handout will greatly improve the prospective intern's understanding of the program. An unduly heavy influx of interns hired once a year formerly presented problems. Now by split recruitment semi-annually, the task of absorbing interns into the training commands is alleviated. The recruiter cannot use the interview to sell a given program. Prospective careerists should be advised early of DARCOM's recruitment practices and must be encouraged to apply while the choice is theirs.

The recruitment process generally seems to provide intelligent, motivated candidates for training. Minimum qualifications are four years of college with a degree, or three years of experience, or a combination of college and experience. Experience must be in line with the type of positions filled through the Professional and Administrative Career Examination (PACE). Experience of a routine clerical nature is not a qualifying factor for the examination. In addition, the candidate must be mobile.

Through the questionnaire, information on the intern population was gathered. The age at the time of entry in the program is shown in Figure 2-6. for the 190 interns responding.

FIGURE 2-6.

INTERN AGE AT ENTRY

<u>AGE</u>	<u>FIRST YEAR</u>	<u>SECOND YEAR</u>	<u>THIRD YEAR</u>	<u>GRADUATE</u>
20-22	5	20	14	6
23-25	12	28	13	9
26-28	13	20	8	6
29-31	6	4	6	4
32-34	5	4	-	3
35-40	-	1	-	-
Over 40	-	-	1	2

That the majority of interns are under the age of twenty-nine at entry indicates that manpower concerns for the future are not in jeopardy through this program. Indeed, the program can help to satisfy the needs at the journeyman level and beyond. That a moderate number are twenty-nine years old, or older, indicates that the need for experienced careerists is not handicapped by a preoccupation with age.

The intern group has at the entry level an impressive record of formal education according to questionnaire responses. The results are shown in Figure 2-7. This table compares intern data with data of persons in grades GS-12 through GS-17.

FIGURE 2-7.

EDUCATIONAL LEVEL: ARMY PROCUREMENT CAREERISTS GS-11-GS-17*
COMPARED TO DARCOM PROCUREMENT INTERNS

GRADE	LESS THAN HIGH SCHOOL	HIGH SCHOOL	1 to 3 YEARS COLLEGE	4 YEARS NO DEGREE	BA/S	MA/S	PhD
GS-11	16	376	137	4	171	34	-
GS-12	13	351	165	18	295	74	-
GS-13	6	155	113	7	190	72	4
GS-14	-	45	32	5	85	55	1
GS-15-17	<u>1</u>	<u>8</u>	<u>9</u>	<u>-</u>	<u>29</u>	<u>36</u>	<u>1</u>
TOTAL	16	935	456	34	770	271	6
%	1.4	37.3	18.2	1.4	30.7	10.8	0.2
<hr/>							
INTERNS	1	4	10	2	165	7	1
%	0.53	2.10	5.26	1.05	86.84	3.68	0.53

*"Procurement Annual Report for 1977," DOD Central Automated Inventory and Referral System,
Centralized Referral Activity, Dayton, OH.

Major areas of study in college for those who hold a degree cover a wide range of disciplines, principally liberal arts. But Business and Commerce majors account for one-fourth of the intern population. For no more than one-fourth to possess a business management education may seem a low figure for the procurement career field. But recent exposure to study and learning habits should prepare graduates to gain understanding of other academic fields. Moreover, the Professional and Administrative Career Examination has the effect of screening persons with no business aptitude. Supervisors interviewed said overwhelmingly that the lack of a business degree was not significant and went unnoticed in terms of ability to comprehend procurement operations.

C. ORIENTATION OF INTERNS UPON EMPLOYMENT.

The quality of training is enhanced when the intern has the minimum of employment related problems. Arriving in a new geographical area and often times to the first job is a disconcerting experience. To minimize this and bring about maximum initial learning, an orientation of the intern is needed. The initial orientation is left to the local command and is followed by a general intern program orientation at a later date.

The depth of orientation varies with the command from general orientation given to all new employees by CPO to several orientations beginning with a sponsor assigned to each intern for personal orientation, general

command orientation by CPO and procurement operations orientation by the Procurement Intern Coordinator. In addition, some commands send out brochures to interns prior to their arrival. A number of supervisors suggested that a formal orientation course; covering the local procurement program with introduction to forms, methods, and terminology; be given prior to the first OJT rotational assignment.

The general intern program orientation is normally given within the first six months of job training. The 40-hour DARCOM Orientation Course for Career Interns is given on site by the Directorate of Intern Training (DIT), Army Logistics Management Center (ALMC), and is directed toward the overall career intern programs.

Orientation can aid the intern in getting settled in a new community, understanding the administrative aspects of the local program, general local procurement program, and what expectations they may have for the future. An example where orientation can clarify misunderstandings and aid in a clear statement of policy is the mobility agreement.

A requirement for selection in the intern program is the signing of a mobility agreement. This agreement outlines the provisions of the intern's training tenure in the DARCOM Career Intern Program and gives the date of placement at the permanent duty location. Upon signature of the mobility agreement, the career intern agrees to accept temporary developmental assignments at various installations during the period of training and to

accept the permanent duty location assigned by DARCOM. If the career intern fails to comply with the stipulations of this agreement, this may be sufficient cause for DARCOM to terminate its employment of the career intern.⁵

On the questionnaire (Question 28, Appendix B), the agreement drew mixed and, at times, emotional comments. Intern opinion ran as follows: 79 saw no need for the agreements being a requirement for entry; 57 gave split opinions; 54 expressed unqualified support for the agreements being a requirement for entry. Supervisory opinion leaned to the other direction with 26 fully supporting the policy, 21 having split opinions, and 15 opposing the policy.

Investigation revealed the policy is not uniformly implemented which may account for such a large number of split opinions. The precis DARCOMP-690-3-14 states "PDL determinations are based on the immediate needs of the location and its ability to provide good Phase III⁶ training, long-range and command-wide staffing requirements, and on the preferences of the career intern as to both location and areas of specialization within the career field." What course of action one follows if there is conflict among these criteria is not made clear. In effect, what happens is each case is decided according to the interests of the parties involved. This approach makes sense but emasculates the agreement. Recently one command

⁵ DARCOM Orientation for Career Interns, Phase I, p.1-17.

⁶ Phase III in this context means the third year.

had immediate need for interns and had trained second year interns who were available to fill the need but the intern preferences were to go to other commands for their PDL's. This was permitted. Further, there were too few interns at other commands who requested this particular command for a PDL. This continued for several years and now to meet the staffing requirements a local DARCOM procurement intern program has been established at this command. Otherwise identical to the regular DARCOM procurement intern program, this program waives the mobility agreement. This situation and other variations in enforcement of the mobility agreement create questions in many minds as to the need and application of the agreement. To what degree it prevents otherwise qualified people from entering the program is impossible to judge. Likewise, it is impossible to determine to what extent the requirement upgrades the quality of careerists who are accepted for entry. But it is evident that the intent and application of the agreement is neither clear nor consistent at present and should be clarified.

CHAPTER III

INTERN PROGRAM TRAINING AND EVALUATION

Training, normally a component in a career field, is the primary consideration in the intern programs.⁷ The training under this program should be paramount with work output being a supplementary benefit to the various training activities.

A. FIRST AND SECOND YEAR TRAINING.

In examining the intern training, the division into first and second year training and third year training is necessary because of the detailed structure of the first two years' training shown in the Program of Instruction, and the specialized nature of the third years' training which may be received after a change of location. Major areas of interest in the first and second year are the rotational on-the-job training, the formal training, evaluation of the intern, and evaluation of the training.

Rotational Training. The Program of Instruction (POI), DARCOM-P 690-3-14 outlines rotational on-the-job training in eight areas during the first two years. The POI issued in July 1976 divides the subject areas into blocks of hours as shown in Figure 3-1.

The hours suggested seem compatible with giving a broad overview of the field through procurement experience and related activities. Supervisors and interns have suggested that longer OJT assignment would allow more meaningful involvement in procurement operations. But, much can be said for the broad exposure this program offers when administered with training in mind. Furthermore, the guidelines for rotational training permit flexibility.

⁷ AMC Intern Program Review Camera No. 14-73, Review and Analysis Division, Comptroller, HQ, USAMC, Alexandria, VA, May 1973, p.10.

FIGURE 3-1.

ROTATIONAL ON-THE-JOB TRAINING

<u>SUBJECT</u>	<u>HOURS</u>	<u>SAMPLE CONTENT</u>
Small Purchases	320	Use of oral and written solicitations . Selection of contractual arrangement . Administration of contracts . Use of sources of supply
Formal Advertising	480	Determination of adequacy and completeness of a procurement package . Preparation of an Invitation for Bids . Conduct of a bid opening . Procedure for handling late bids, mistakes in bids, protests of awards
Contract Pricing	320	Analysis of cost and price . Use of weighted guidelines techniques to develop profit objectives . Use of technical evaluation, audit report and independent government estimate . Function of a Should Cost Team
Negotiation	640	Familiarity with a procurement work directive (PWD) and types of negotiation authority . Preparation of determinations and findings . Preparation of Requests for Proposals . Negotiation of various elements of a proposal
Contract Management	480	Knowledge of Government/Contractor responsibilities in obtaining performance . Familiarity with ACO, PCO, TCO roles . Preparation of change orders/supplemental agreements . Involvement with disputes/appeals, terminations for default/convenience
Procurement Policy	320	Development of policy . Review of policy implementation . Preparation of procurement reports
Production Management	240	Objectives of mobilization planning . Impact of production lead time on cost, delivery, procurement method . Ways to expedite delivery . Familiarity with material allocation, bills of material, Master Urgency List and Army Material Plan
Related Procurement Subjects	240	Knowledge of interrelationship of the Directorates . Familiarity with the Computer . Use of Support Services and Agencies

scheduled during the rotation. Others stated the rotational scheduling was well handled and that communication was good.

For maximum effectiveness, administrative pre-planning is necessary and along with it coordination with the trainers and interns involved. Five of the supervisors who were asked how the program could be improved suggested the "home base" method of training. Already used in at least one training site, this method assigns an office of record during the first two years from which the intern moves, when appropriate, to rotational assignments, and to which the intern returns for follow-up training before another rotation. This office of record appears to ease transition problems.

More than ten percent of the training hours of the first and second year are devoted to formal training. Figure 3-2. shows the courses to be scheduled during these years. The formal courses offered during the three year program will meet all the mandatory course requirements for entry level (GS-5-8) and some for the intermediate level (GS-9-12) as set forth in DOD Manual 1430.10-M-1. The courses are also intended to supplement and aid the interns in their OJT. The availability of these courses and their effectiveness is analyzed by discussion of information obtained from intern questionnaires and interviews with supervisory personnel involved with interns' OJT.

A deviation of up to ten per cent from the suggested hours assigned a subject area is regarded as a minor deviation. Beyond ten per cent is considered a major deviation and the advance approval of the Command Career Program Manager for such a deviation is required. Even if there were no provisions for minor deviations, the guidelines are not rigid. If the eight subject areas were presented in eight self-contained blocks of instruction, an impracticality because in most cases functional areas are not divided into these training categories, there would be a choice of order of presentation from among 40,320 possible permutations. Consideration should be given to the order that provides the most effective progressive training. Also a block of instruction can be divided into numerous sections and spread appropriately throughout the two years of rotational training. In the two-year period, there are many possible arrangements of fractions of eight blocks. Consideration should be given to the arrangement that is most suitable from a training standpoint. Finally, taking into account the human element it is unlikely that the most suitable order or arrangement of OJT subject matter will be the same for each intern. Here the Individual Development Plan is the vehicle which should be used to marry flexibility and structure. It will be discussed in detail later in this chapter. For now, it is enough to say that rotational OJT has had widely varied results from command to command and within the same command. Some of the supervisors reported in interviews that they were not being given enough advance notice of the rotational schedule. This included notice of classroom training

FIGURE 3-2.

FORMAL TRAINING OFFERINGS OF FIRST AND SECOND YEARS

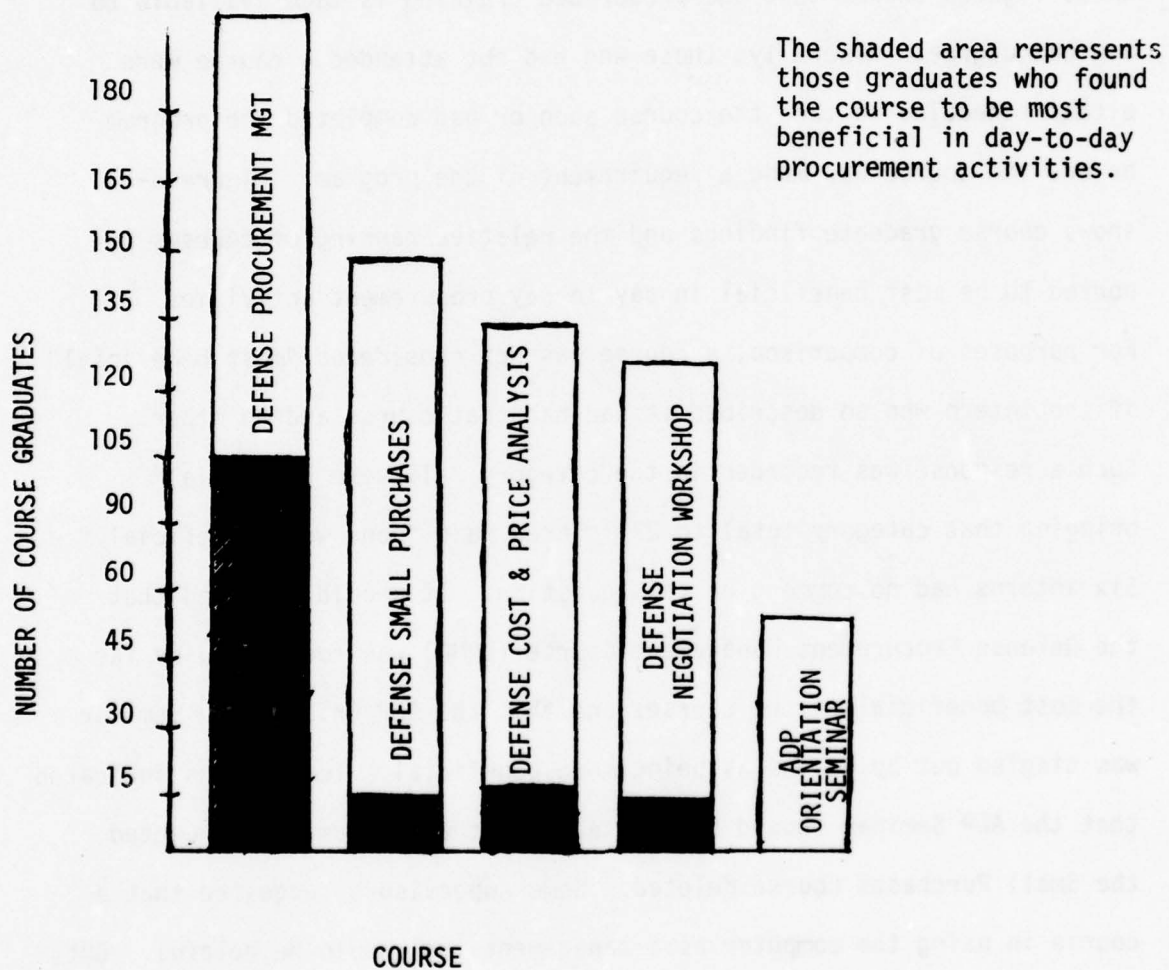
<u>COURSE</u>	<u>TRAINING HOURS</u>
Defense Small Purchases (DSP) (Prior to DPMC and during first 120 days)	40
Defense Procurement Management Course (DPMC) (To be taken during first six months)	160
Principles of Contract Pricing (PCP) Defense Cost & Price Analysis (DCPA)* (Second Year)	80
Defense Contract Negotiation Workshop (DCNW) (Second Year)	40
Automatic Data Processing Orientation Seminar (ADPOS) (Second Year)	40

*Courses interchangeable

In FY 77, a survey of 190 interns and graduate interns at the major subordinate commands yielded the following: 186 were graduates of DPMC; 132 DSP; 117 DCPA/PCP; 112 DCNW; and 56 ADPOS. Analysis of these figures showed that the prescribed training is made available to a great degree. Generally, those who had not attended a course were either scheduled to take the course soon or had completed the program before the course was made a requirement of the program. Figure 3-3 shows course graduate findings and the relative ranking of courses reported to be most beneficial in day-to-day procurement activities. For purposes of comparison, a course was not considered "most beneficial" if the intern who so described it had had that course and no other. Such a response was recorded in the category "all were beneficial" bringing that category total to 27. Three said "none were beneficial." Six interns had no comment on this question. It should be noted that the Defense Procurement Management Course (DPMC) was considered by far the most beneficial of the courses and that the ADP Orientation Seminar was singled out by no one as being most beneficial. Ten interns indicated that the ADP Seminar should be deleted from the program. Five wanted the Small Purchases Course deleted. Some supervisors suggested that a course in using the computer as a management tool would be helpful. But, 13 supervisors suggested dropping the ADPOS considering it not directed towards procurement. The Program of Instruction Conference held in FY 78 recommended deleting the ADP Orientation Seminar and replacing it with a more meaningful substitute. The recommendations that the Small Purchases Course be deleted are more than offset by the number of citations that

FIGURE 3-3.

COURSE GRADUATE OPINION OF CORE FIRST AND SECOND YEAR COURSES



indicate it "most beneficial." By contrast, the ADPOS was not considered most beneficial by any of its 56 surveyed graduates.

Credit for the courses has been received in six ways:

(1) Correspondence; (2) Equivalency test; (3) Resident courses; (4) On-site courses (taught by faculty members individually or in teams sent from the schools); (5) Accredited off-campus instruction (taught by locally provided talent, sanctioned by the schools, using a textbook and testing materials provided by the schools); (6) On-site seminars (taught on a fair share basis by the students themselves, using a textbook and testing materials provided by the schools). Questionnaire responses show 151 instances of the correspondence mode and 651 taken in the other five ways.

One strong criticism has been of the self-taught on-site seminars. It does not appear reasonable to expect interns to be able to self-teach a subject on which they have had a minimum amount of background and practical experience.

Interns were asked if their formal training had been directly related to the OJT assignments given them within three months following the course. There was an apparent correlation between positive responses to this question and positive responses to the question of how well the program prepares one for journeyman level performance.

Careful planning and consideration of the individual's program so that the courses complement the OJT enhance the quality of the intern program by relating the academic experiences with on-the-job practical experiences. For instance, an intern should complete the Defense Cost and Price Analysis Course before his rotational assignment in the pricing area.

Comments obtained from interns indicate that there are cases where proper planning and coordination could have been better. Examples of this are removing an intern in the middle of an excellent OJT experience to take a course not immediately needed. Furthermore, courses are not always available at the time scheduled. Supervisors indicated that in some cases there was no written training plan, and in other cases, where there was one, it was not followed. It cannot be said that these are a majority of the cases. However, stressing the need to adhere to a planned schedule will aid in making a more viable intern program.

B. THIRD YEAR TRAINING.

The third year training differs from the first two years in the intensiveness of OJT in the procurement organization in which the intern will be permanently assigned. There are special problems associated with this period of training which involves the permanent duty location (PDL) assignment.

1. The third year OJT is directed towards a specific procurement area that relates to the journeyman position reserved for the intern upon graduation from the program. The training concentrates on in-depth experience in one of the following job series: (1) General Business and Industry (GS-1101); (2) Contract and Procurement (GS-1102); (3) Industrial Property (GS-1103); (4) Industrial Specialist (GS-1150). The third year OJT is received at the PDL. This final phase of training consists of in-depth technical training in the specific functional position to which the

the DARCOM career intern will be assigned at the completion of the training program.⁸ The third year permits the intern to perform at a journeyman level. The training must follow a plan tailored to the specific target assignment. It is prepared by the permanent duty location and submitted to DARCOM for review and approval. This training is important in that it prepares the intern not only for the journeyman position but also provides the foundation for subsequent higher graded positions within DARCOM.

The hours spent in on-the-job training greatly outnumber the hours spent in formal training. But while formal training courses are constantly being reviewed for content and effectiveness by the faculty offering the training, there is little evidence of similar assessment of OJT. DARCOM's decentralized training concept delegates to the lowest command element able to conduct effective training the responsibility of implementing the POI. Certain offices devise a formal plan of action for training interns assigned to their office. However, most offices use an informal training approach based on past experience. Some offices operate under the theory that if the mission is accomplished, training will take care of itself.

While formal instructors are chosen on the basis of ability to teach, OJT personnel are chosen on the basis of ability to do a job. It was evident through the questionnaires that some first line supervisors, while probably good PCO's, fall short as instructors. Of these, some would like to be good teachers but need training. Others do not want to teach. A number of personnel regardless of teaching skills possessed do

⁸

DARCOM Pamphlet 690-3-14, July 1976.

not believe in the program. The first line supervisors need program philosophy and plans along with instructor training. The Air Force has established, under a military OJT program, advisors who help train supervisory personnel as to their responsibilities.⁹ Such a team in DARCOM could help with this problem and others to provide a more effective OJT program. In suggestions by interns, 23 recommended closer surveillance and 22 felt production was emphasized in lieu of training. Other comments such as need for more thorough training in major procurement areas coupled with little actual work or too much clerical work indicate a degree of ineffectiveness in the implementation of the OJT program.

The overall OJT seems to be doing well in most cases but the system lacks effective checks and balances to assure that it does or will continue to do so. There is little evidence that a quality assessment is made in any formal automatic manner. The quality of OJT is not consistent between, or even within, commands.

The nature of the OJT offerings is seen in data gathered from three major procurement areas. In order to determine the breadth of training being received, interns were questioned about experience in the three areas; contract types, procurement actions, and contract management actions. The questionnaire surveyed contract type experiences categorized as follows:

9

Robert W. Stephenson and James R. Burkett. On-the-Job Training in the Air Force, A Systems Analysis. p.20.

surveyed contract type experiences categorized as follows:

- Category 1 Fixed Price with Economic Price Adjustment
- Category 2 Firm Fixed Price \$10,000 to \$99,999
- Category 3 FFP \$100,000 to \$999,999
- Category 4 FFP more than \$1 Million
- Category 5 Fixed Price Incentive Fee \$10,000 to \$99,999
- Category 6 FPI \$100,000 to \$999,999
- Category 7 FPI more than \$1 Million
- Category 8 Cost Plus Fixed Fee \$10,000 to \$99,999
- Category 9 CPFF \$100,000 to \$999,999
- Category 10 CPFF more than \$1 Million
- Category 11 Cost Plus Incentive Fee \$10,000 to \$99,999
- Category 12 CPIF \$100,000 to \$999,999
- Category 13 CPIF more than \$1 Million
- Category 14 Cost Plus Award Fee
- Category 15 Time and Materials
- Category 16 Labor/Hour

The responses are catalogued in Figure 3-4.

FIGURE 3-4.

CATEGORIES OF CONTRACT TYPES WITH WHICH INTERNS HAD WORKING EXPERIENCE*

<u>INTERNS SURVEYED</u>	<u>CATEGORIES EXPERIENCED ON AN AVERAGE</u>	<u>MIN/MAX CATEGORIES EXPERIENCED</u>
41 First Year	1.34	0/6
75 Second Year	1.96	0/7
42 Third Year	4.00	1/10
30 Graduate	4.96	1/10

*"Categories" of contract types are recorded because some contract types were divided into categories by dollar value.

As interns progress in the program, overall they appear to receive increased exposure to a variety of contract types. The range, however, suggests a lack of uniformity by individuals in OJT experience indicating the need for compliance with a structured training plan.

Interns were asked about their experience through OJT for types of procurement actions:

Two-Step Formal Advertising	8 (a) Contracts
Partial Set-Asides	Off-Shore Procurements
Competitive Negotiation more than \$100,000	Small Purchases
Price/Cost Analysis \$10,000 to \$100,000	Formal Advertising
Price/Cost Analysis more than \$100,000	Basic Ordering Agreement
Sole Source Negotiations more than \$100,000	

The responses are catalogued in Figure 3-5.

FIGURE 3-5.

PROCUREMENT ACTIONS COMPLETED BY INTERNS

<u>INTERNS SURVEYED</u>	<u>AVERAGE</u>	<u>MIN/MAX</u>
41 First Year	2.4	0/6
76 Second Year	4.4	1/9
42 Third Year	6.5	2/10
30 Graduate	6.7	2/10

A more even progression through each year can be seen in this area. It is practically a steady progression from the first year (2.4) to the third year (6.5). But the range, even though a lesser spread than contract types, still suggests a lack of uniformity among interns.

The following CONTRACT MANAGEMENT ACTIONS were surveyed:

Protests to the General Accounting Office

Appeals to the Armed Services Board of Contract Appeals

Claims Against the Government

Terminations for Default

Terminations for Convenience

No Cost Terminations

Certificate of Competency Procedures

Reprocurement After Terminations

Contracts with Government Furnished Property

Mistakes in Bids

Late Bids or Proposals

The responses in the questionnaire are cataglogued in Figure 3-6.

FIGURE 3-6.

CONTRACT MANAGEMENT ACTIONS EXPERIENCED BY INTERNS

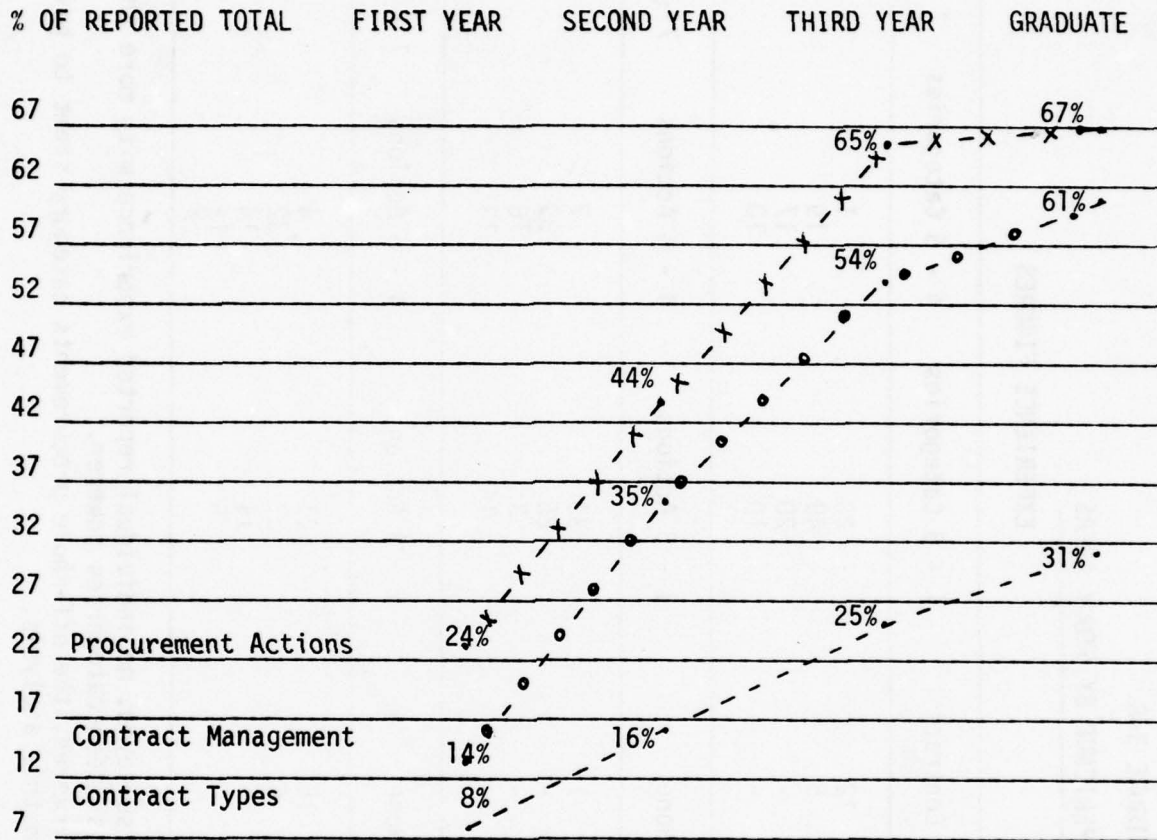
<u>INTERNS SURVEYED</u>	<u>AVERAGE</u>	<u>MIN/MAX</u>
41 First Year	1.5	0/8
75 Second Year	3.9	0/8
42 Third Year	5.9	1/11
32 Graduate	6.7	1/11

It appears significant that in all three areas the third year and graduate range were nearly identical. This may reflect an upgrading of the program or at least full involvement of third year interns in the variety of procurement experiences at the PDL.

The three areas as a gauge show a definite progression of experience. In terms of quantity, the OJT offerings speak well for the program. Figure 3-7. plots the percentage averages of intern training in the three areas. It is the more impressive given the comparison with graduate level averages. For example, the average third year intern had completed 65% of the 11 categories of procurement actions as compared to 67% completed by the average graduate intern.

FIGURE 3-7.

AVERAGE INTERN TRAINING



Contract Types - - - -

Procurement Actions - x - x - x -

Contract Management - o - o - o - o -

When range figures are studied, the contrast is less alarming than when considered on the face. Figure 3-8. presents the data by number of responses given in each of the three areas surveyed. While the norms seem to group well, the fact that there are extremes may support the claim that the OJT is spotty in training.

FIGURE 3-8.

RANGE OF EXPERIENCE BY STUDY AREAS

STUDY AREA	STAGE OF INTERNSHIP	EXPERIENCE FIGURES				
Contract Types*		No Contract	1 - 3 Categories	4 - 6 Categories	7 - 10 Categories	
First Year		12	28	1	-	
Second Year		5	49	19	2	
Third Year		-	20	17	5	
Graduate		-	10	10	10	
Procurement Actions **						
		None	1 - 3 Actions	4 - 6 Actions	7 - 10 Actions	
First Year		1	33	7	-	
Second Year		-	25	39	12	
Third Year		-	3	16	23	
Graduate		-	1	13	16	
Contract Management						
		None	1 - 3 Actions	4 - 6 Actions	7 - 10 Actions	
First Year		15	21	4	1	
Second Year		6	27	32	10	
Third Year		-	11	14	17	
Graduate		-	5	12	15	

*While there were sixteen categories surveyed, no individual reported experience with more than 10. Experience was reported in all sixteen categories however.

**While there were eleven categories surveyed, the off-shore procurements category seems to have been misinterpreted and is not included in this analysis.

FIGURE 3-9.

FORMAL TRAINING OFFERINGS OF THIRD YEAR

<u>COURSE</u>	<u>HOURS</u>
Contract Administration (CA) (Third Year)	120
Government Contract Law (GCL) (Third Year)	72
Production Management Course (PMC) (GS-1150 Only)	256
Introductory Quantitative Analysis (IQA) (GS-1102 Price Analysts Only)	160
Industrial Property Administration (IPA) (GS-1102 Only)	112

Interns who complete the standard offerings of the program take all the mandatory courses for the entry level (GS-05 through GS-08), and the majority of the mandatory courses for the intermediate level (GS-09 through GS-12) in the procurement field.

In addition to the core courses, which all interns take, there are specialized courses for those going into certain journeyman assignments. Those entering the GS-1150 series attend the Industrial Property Administration Course; and those who are scheduled to become GS-1102 Price Analysts attend the Introductory Quantitative Analysis Course.

Approximately 11 percent of the training hours of the third year are devoted to formal training. The percentage is greater in certain specialized fields such as pricing and production. Figure 3-9. shows the courses to be scheduled during this year.

Interns suggested on the questionnaire the following changes be made in the formal training area:

Twelve said the Defense Advance Procurement Management Course (DAPMC) should be added as a mandatory course in the third year.

Eight recommended the Production Management Course (PMC) be mandatory for all procurement career interns rather than just those targeted for the GS-1150 series.

Eight thought that the Contract Administration (CA) Course was a repetition in part of the Defense Procurement Management Course (DPMC) and should be dropped.

Several supervisors in interviews indicated that before careerists receive the DAPMC, they should have had a broad base of experience.

Some pricing supervisors recommended that pricing interns receive more training in quantitative analysis.

The suggested changes do not indicate any serious problem with the overall formal training program. Furthermore, the system allows for correction and variances. It is not a static system. Research suggests that there is merit in adding the Defense Advanced Procurement Management Course and the Production Management Course to the third year general offerings.

Initially these could be made optional courses in the program (recognizing that PMC would still be mandatory for the GS-1150 series). Interns were reported as making better than average grades in the DAPMC but making fewer

than average contributions to class discussions. The supervisory and school argument that more experience is needed is contradicted by the fact that many intern graduates take the DAPMC within a year of completion of the intern program.

Fiscal Year 1978 US Army Logistics Management Center Catalog sets forth a prerequisite of GS-09, or higher, qualifying with the statement "GS-07 intern program personnel having successfully completed the appropriate entry level course are also eligible."

The recommendations that the Contract Administration Course should be deleted are more than offset by the number of citations that this course is "most beneficial."

C. EVALUATION.

There are three evaluations of the procurement intern training program which will be treated in this section. First, is the evaluation of the intern; second, the training received; and third, the effectiveness of the overall program.

1. The intern must be rated as to performance and progression in the training program. There are two forms used to rate the individual intern. The forms used to rate other procurement careerists are also used to rate the interns. DA Form 1052, "Employee Performance Rating," is used annually to rate the work performance. A rating of outstanding, satisfactory, or unsatisfactory is given in evaluating the work. The completed form becomes a part of the employee's permanent (201) file. DD Form 1917 (Test), "Employee Career Appraisal," is an annual report form. It has been used to comment on seven work characteristics and

on overall capability for general progression. The seven areas are technical competence, quality and timeliness, written communication, oral communication, cooperation, stability, and supervision and administration. A total value chosen from a range of 0 to 50 is assigned the intern. This form also is made a part of the 201 file. The 1917 (Test) will be replaced by appraisal forms designed to be integral with the Automated Career Management System (ACMS).

An intern oriented form was designed to supplement these rating forms. The DARCOM 2002, "Career Intern Progress Report," is a semi-annual report. A copy is attached as Appendix C to this study. On the form the supervisor rates the intern's attitude and OJT progress. Formal course work is also recorded. There is a block for narrative comment on the intern. Numerical ratings are on a scale of 1 to 3 (unsatisfactory, satisfactory and outstanding). The POI guidelines suggest rating the intern's ability, comprehension, attitude, dilligence, judgment, initiative, and reliability as part of normal daily supervision.¹⁰ The 2002 form is reviewed at both local and headquarters level but is not made a part of the individual's 201 file. The Directorate of Intern Training maintains copies in order to keep track of each intern's progress. The Directorate for Procurement and Production at DARCOM Headquarters also receives and reviews the individual 2002 reports.

¹⁰

DARCOM-P-690-3-14 (CPR 950-14), DARCOM Civilian Training Program for Procurement Career Interns, July 1976, p.3.

Comments received on the questionnaire, and during the interviews, indicated that there are some problems with the 2002 form. Most of these problems seems to stem from the form's lacking clarity of purpose and too many functions.

Research conducted among supervisors, managers, and interns revealed that there is some support for revising the current 2002 form. However, there have been numerous revisions and each has meant retraining personnel in the use of the form.

Evaluation of Intern Performance and Attitude by Instructor. Some interns did not want to be rated by anyone who had no first-hand knowledge of their work. Supervisors and interns wanted a greater range for more precision in the ratings. Some wanted a common basis on which they could be rated. Some wanted the emphasis to be objective (actual training received, listing duties, projects performed) rather than subjective (personal qualities). Some wanted a strictly narrative report.

2. The 2002 form also provides a means for interns to formally evaluate the training they receive and for supervisors to document the hours spent in the given training areas. The forms are signed by the interns, their supervisors, and the local activity career program managers. The narrative portion of the form allows the intern to evaluate training assignments, methods and techniques, to note further needs and make recommendations for improvement. The record of hours spent in given

training areas serves as a check on compliance with the guidelines for training set forth in the POI.

The true problem with the 2002 form seems to be not so much the form, but the multiple functions it is expected to serve, three of which stand out. One function just mentioned was the evaluation of intern performance and attitude. The other two pertain to evaluation of training, namely (1) tracking of hours for compliance with the POI, and (2) the intern's assessment of evaluation of training received. Other purposes include creating a history of the intern's development and a record of the concentration of training, forming a kind of resume to aid a PDL intern coordinator when the intern is transferred, and establishing data for career counselling.

Any one form should not be expected to best serve this many functions. Criticism, separated by purpose, follows:

Tracking Hours - Interns felt reporting of hours gave a misleading, or false impression, of the training. Some called it a paper exercise.

Evaluation by Interns of Training - Again, a yardstick was felt necessary. One intern suggested, "Estimate at the start of the rotation period the number of hours to be received under each category during the intern's stay in the section. Use a checklist of contract types and procurement actions to determine likely experiences. Then, use these

in rating the actual training received at the end of the rotational period." A supervisor noted that interns won't make negative remarks on the form.

At times, the multiple purposes of the form can be at odds. Interns expressed concern at having to report training problems on the same form used to evaluate their performance and attitude. Separating the goals into at least two reports would engender more paperwork but should improve program evaluation and intern appraisal data.

Supervisors that were interviewed preferred to have more flexibility, or a wider range, for evaluation of the intern's performance.

3. The intern training program must also be evaluated as a whole in addition to the individual and the specific training evaluations. This assessment is discussed from two aspects. The first being how well the program prepares the intern to function at the journeyman level. The second is how well does the program meet the needs of DARCOM to fill projected vacancies.

The program was rated as to preparation for the journeyman level performance. The questionnaire set up a scale of (1) poor, (2) fair, (3) good, and (4) excellent. The overall rating was 2.9, or good. First year interns rated the program 2.7. This may bespeak their handicap in rating how well the program prepares an intern for the journeyman level. After all, it is fairly difficult to predict the future. Second year and third year interns who rated the program 2.9 also fall to a lesser degree into the same quandry. Graduate interns can know best how effective their

training has been. They rated it 3.3. Program critics though may not be numerous at that level for some who feel the program is unsatisfactory have probably dropped out of the program before completion.

Managers and supervisors interviewed at the local commands rated the program 3.4. Their comments can be given more weight in light of the emphasis on preparation for the journeyman level. Nevertheless, the rating should be taken in context with the fact that they are to a degree rating how well they are carrying out their own duties. Given a chance to suggest improvements to the program, 97 of the 190 interns responding to the questionnaire had suggestions, 58 had no comment and 35 said they were well satisfied with the existing program.

Many who saw need for improvement had multiple suggestions. Some of the suggestions have been mentioned previously. Others repeated frequently were: (direct quotations are used.)

That there be personnel changes among those who train or administer the program on the local level. (61)¹¹ "The key to a successful intern program is the people who are doing the actual training. In any command, interns can readily identify those who have willingly and capably contributed to their training. Such people should be utilized by the intern coordinator and should receive recognition accordingly. Those on the other hand who are mediocre trainers should be avoided."

That there be a more structured program on the local level

¹¹
Figures in parentheses indicate the number of interns who made the suggestion on the questionnaire.

complying with the POI. (36) A third year intern said, "My training has in very few cases followed the POI. Funding problems and reorganization were cited. Better reasons may have been the lack of instructions to supervisors concerning the instructional objectives and the lack of motivation."

That interns be given a greater voice in their individual training plans with program flexibility to meet their individual needs for training.

That the intern coordinator's job be a full time position in itself.

That interns be given a greater variety of experiences.

That the program carry the interns to the GS-11 level.

That there be divisional meetings with interns and supervisors to discuss the procurement career field, the nature of the commodity that the command concentrates its effort on, and developments that had bearing on these points of interest. (7)

That there be field trips to DARCOM Headquarters, contractor plants, DCAS offices and the use of guest speakers, films, and other supportive training aids to augment the OJT. (6)

Of those well satisfied with the program as it stands, a third year intern said, "The overall program is sound, especially the mixture of formal training and OJT." A second year intern said, "The intern program is an outstanding method of training."

Many of the suggestions for improvement that came from management echoed those received from the interns - "Individuals make, or break, the program," "Training varies with workload of the sections," "Need challenging work," and "Need to follow the POI."

Evaluation of the program is also done by the Directorate of Intern Training. They and the three Field Offices combine their personnel to carry out a regular schedule of evaluation of all career intern programs through visits to the 41 intern training sites at DARCOM installations and MSC's. This evaluation also is termed onsite assistance, since both professional advice and materials for guidance may be provided. The team of recruiters and education specialists are available to advise officials at the local level on both administrative and training matters.

Also an improved informational system would surface the problem areas to the level that has authority to make necessary adjustments to the implementation of the program. It is generally agreed by Air Force OJT experts that a really critical factor in the success of any OJT program is the kind of support that the program gets from the commander. "It is not a matter of whether the commander supports the program. Every commander does. The question is how much priority is given to OJT when other considerations make it difficult to provide strong support, e.g., a loss of productive time because of time spent on training."¹²

¹²Robert W. Stephenson and James R. Burkett. On-the-Job Training in the Air Force, A Systems Analysis. pp 34-5.

The real test in evaluating the intern program is the performance of its product. Is the program yielding returns commensurate with its investment? At present, there is no procedure for tracking interns once they have completed the program. How many stay with DARCOM? How many stay with the Army, DOD, or even the Federal Government? Not only would tracking help to evaluate the effective payoff of the program, but it would help explain why interns leave the program and would yield insights which could improve the program. This would give DARCOM a practical guide to measure the success of the program. The practice of private enterprise of holding "exit" interviews was mentioned in an Air Force study on OJT.¹³ Handled properly, this could surface weaknesses in the program, and organizational problems experienced by the intern.

One consideration for tracking the progression of graduate interns was the use of the DARCOM Career Employee Record Referral System. A computer printout of DARCOM Form 1320's, coded for interns, was obtained, but was found unsuitable for tracking all DARCOM procurement intern program graduates. The referral system is used to recruit for vacancies above the GS-12 level. Therefore, GS-09 and GS-11 intern graduates have no vital interest in being enrolled. This, in part, accounts for the above mentioned unsuitability. The procurement career field has not made efforts to assess the status of graduate interns. Several of the other career

¹³Stephenson and Burkett, OJT in the Air Force, A Systems Analysis, p. 63.

programs have. An annual catalog is issued by the DARCOM Intern Training Center for the various engineering programs giving collective and individual data. For example, out of 1,688 interns completing training during the period of 1958-1977, 1,487 are assigned within Federal Service, of which 1,083 are assigned to DARCOM.¹⁴ The Army Management Engineering Training Activity (AMETA) provides similar information on an annual basis for the quality and reliability program. Similar information regarding procurement intern graduates would greatly assist in the evaluation of ultimate effectiveness of the procurement intern program.

¹⁴DARCOM Intern Training Center Graduate Assignment Catalog, Nov 1977, p. IV.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

The procurement career intern program is doing an effective job for the most part. It is not a static program. It has moved in directions that reveal responsiveness to suggestions for improvement. How much has changed can be seen by looking at the problems procurement interns reported in 1973.¹⁵ The main problems cited then were:

(1) lack of opportunity to receive meaningful well-organized OJT through responsible work assignments. The 1977 questionnaire results reveal that this is still a problem but progress has been made at all sites in most offices as revealed in interviews.

(2) difficulty in selecting a PDL at recruitment. No longer is this selection made at time of recruitment thus avoiding this problem but the area of PDL assignments is not yet problem free.

(3) lack of thorough knowledge of program, sites, PDL's on part of recruiters. New pamphlets and other efforts to remedy this problem have been largely successful.

(4) lack of well prepared and interested OJT instructors. Continued improvement is seen in this area.

(5) lack of training for those charged with training interns. Situation is the same today.

(6) lack of protection from RIF's due to over recruiting. No further significant problems have occurred and methods of minimizing such problems in the future are available.

¹⁵

AMC Intern Program Review Camera No. 14-73, Review and Analysis Division, Comptroller, HQ, US AMC, Alexandria, VA., May 1973, pp.101-7.

(7) lack of single point of contact at training sites. All sites now have an operating intern coordinator although not all have designated such by job description.

(8) failure to keep promotion and assignment promises. No measurable trouble was reported in this area.

Generally the DARCOM career program managers have responded to the problems cited in 1973. A concern, however, is that the program still is greatly influenced by efforts not centrally controlled by DARCOM, by efforts of personnel unschooled in the intern program policy. However, since the program is already highly effective, most of the following conclusions and recommendations address side issues of the program.

1. It is feasible to develop a manpower forecasting model as a tool that provides useful information for managers of the DARCOM procurement intern program. With this information, program managers will be able to forecast intern requirements more accurately.

A separate study is necessary to formulate a model that meets DARCOM's needs.

2. Functional personnel gauge their own commitment to the program in accordance with the degree of evident support given the program from Headquarters, DARCOM, and from high level executives of their own commands. Indications of support through normal communications channels and through recognition for efforts in the program are valuable means of pulling personnel together for maximum benefit. Those who work hardest to make the program a success should be acknowledged by citation, promotion, or

award, as appropriate. Considering the time and resources invested in the program and the results yielded, a display of full commitment is merited.

3. There are career intern coordinators who do not have a job description citing a responsibility for intern related duties. The excellence of the support will not necessarily continue if a change in personnel occurs and the job description is not amended to include recognition of intern program responsibilities. The job description should take into allowance the importance of time spent to manage the intern program and time for the open door relationship which the coordinators now handle so successfully with the interns.

4. When representatives are selected to conduct the Combined Federal Campaign, once a year, a briefing is held to help them understand their duties, to develop a sense of purpose and importance and to delineate their roles in the campaign. By contrast, the intern program has no formal briefing to introduce local trainers and managers to the intent and significance of the program. There are no formal procedures for educating these key individuals as to their duties.

There is a need for a briefing or series of briefings held within the commands to make every manager and trainer of interns aware of DARCOM's need for uniform, effective training and how each can contribute to the goal. Once established, the briefings could be used as a prerequisite for being in charge of interns.

5. Coordination of OJT and Formal Training needs to be strengthened.

An example of an area where coordinated efforts are needed is pricing. The OJT segment and the formal training can be handled in several ways. To ready the intern for beneficial training during a short stay in the pricing office, the course could be made a prerequisite and this is generally the preferred approach. However, if the intern has a solid background in math or accounting, other approaches may be considered. To provide timely formal classroom guidance for pricing OJT the class can be scheduled to fall during the rotation in pricing. Finally, for a more experienced background for taking the course the pricing block of OJT could precede the course.

Selecting the method most desirable requires pre-planning for coordination and must be done early. At times, random scheduling has produced uneven results and training effectiveness has been uncontrolled. Preparation of a coordinated approach is a necessity for maximum program effectiveness.

6. Perhaps the most even quality comes in the area of formal training but even here a few changes are in order. The Automatic Data Processing Orientation Seminar does not have the same thrust in addressing the needs of a journeyman in the procurement career field that the mandatory courses appear to have. Its topic, Familiarization with ADP, while a commendable goal in itself, does not meet the procurement intern's needs as effectively as a topic such as, Utilization of ADP as a Management Tool, or ADP for

Procurement Personnel. The study team indorses the proposed change in the Program of Instruction to remove ADP Orientation Seminar from the list of formal training courses and provide a suitable procurement related substitute.

Additionally, under no circumstances should DARCOM continue to sanction courses in which interns are expected to teach themselves unassisted in a seminar fashion. This would not apply to group study of materials designed for correspondence which can have value. But a textbook intended for presentation by qualified instructors is inadequate in the hands of untrained, inexperienced students who are made teachers for the lesson according to a fair share teaching load schedule.

A further problem with formal schools training was noted in the quite reasonable reluctance to withhold DARCOM funds for courses not defined by the Program of Instruction as necessary for intern development. It would not be practical to add courses to the list of formal training courses for all, in order to get them funded for a few who desire them and could benefit from them. The authors recommend including the following as optional courses to be funded upon recommendation of the Activity Career Program Manager: (1) Defense Advanced Procurement Management Course, (2) Production Management Course, (3) Introductory Quantitative Analysis Course. For those in the 1150 series, Production Management is already authorized and for price analysts the Introductory Quantitative Analysis

Course is already authorized. To make these courses optional for others who could benefit by them would provide potentially valuable cross-training and might encourage latent interests in specializing in production or pricing. For interns who have expressed an interest in getting the DAPMC while still on the program, the way should not be blocked, provided their ACPM concurs.

7. The Program of Instruction provides for creation of Individual Development Plans (IDP). The study team found diverse degrees of compliance with this provision. Coverage of specific comprehensive learning objectives and a plan for fulfilling them should be set forth in each IDP. The IDP should be composed early and updated if material changes occur. Formal courses use outlines. The IDP provides the same sense of direction for OJT. As such, it should be consistently utilized.

8. Intern feedback needs to be given a greater role in program surveillance. Often interns have suggestions for improvements but, unasked, do not come forward. Normally, when asked, as in the questionnaire, (Appendix B of this report) they are vocal and seem eager to have their ideas heard by responsive individuals. At major training commands meetings are held periodically by the ACPM's for interns. As a group interns are generally asked for comments at such meetings. If no feedback from the interns comes forth, the ACPM might appoint an ad hoc committee of interns to report current intern problems.

For central monitoring of intern problems, use of the 2002 form has inherent weaknesses. The form checks for technical compliance with the POI by hours. Yet, it was observed that technically compliant OJT was not necessarily synonymous with highly beneficial OJT. Intern comments might shed more light. But these comments are seen by the supervisors who, in turn, rate the interns. Merited praise for the program presents no problem but merited censure is awkward under this procedure. A report form filled out by interns and sent directly to the career intern coordinator is more likely to provide a natural reflection of the training. A definite yardstick for interns to use in evaluating the training would encourage comments that do more than merely define general attitudes. A checklist of procurement actions or a detailed individual development plan might be used to address quantity and quality of actual training experiences.

9. The implementation of DARCOM policy on Mobility Agreement has created some confusion regarding the policy itself. To separate fact from fiction a clear statement of policy should be used to educate all parties concerned. Periodically the actions related to this policy should be reviewed to insure consistency.

10. Rather than use the 2002 form to appraise intern performance and attitude, supervisors should use the standard annual rating form but with a frequency relevant to the intern program. The 2002 form would serve a more useful function in monitoring training if it were independent of the appraisal function. Since ACMS has established a rating form that supervisors will be familiar with, use it.

11. There are many individual certificates awarded upon completion of formal school training but for completion of the intern program few interns receive a diploma. DARCOM Headquarters awards no certificate. This study team indorses the efforts currently under way to provide an official diploma recognizing completion of the program to be given to all present, past and future interns.

12. The Precis DARCOM 690-3-14 (included as Appendix D to this report) gives an excellent summary of the procurement intern program. Rather than providing it at the interview, if the field placement offices would send it with the inquiry of availability then the candidates would have more time to make an appropriate decision. Efforts to sell the program to the best qualified are more effective if made ahead of the prospective careerist's application for the PACE test. But, as a minimum, "the earlier the better" rule could be practically applied at the time of inquiry.

13. For full assessment of the returns to DARCOM from its procurement intern program, data is needed on what happens to interns who complete the program. Does DARCOM retain most of the interns it has trained? At present there is no easy way to answer this question. To probe deeper, how many of those recruited stay with DARCOM for five years, ten years, a career? How many stay with the Army, DOD, or the Federal Government? The long range value of the program must be known; yet, without efforts to document the situation now and track it, nothing can be done later to establish the value

because good records will not be available.

The DARCOM Form 1320 printout is not adequate for tracking graduate interns. However, some DARCOM office should maintain a surveillance of these graduates. A list of graduates and their subsequent assignments can be maintained. Interviews with these individuals could be conducted by personnel as an adjunct to other field visits and supplemented with a form report and telephone conversations. It is recommended that this be implemented and a data bank for long range assessment of the program be maintained.

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APPENDIX A

PROCUREMENT RESEARCH QUESTIONNAIRE

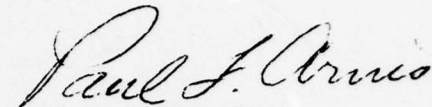
INSTRUCTIONS FOR COMPLETION
OF PROCUREMENT RESEARCH
QUESTIONNAIRE

Headquarters, US Army Materiel Development and Readiness Command, has assigned to the Army Procurement Research Office (APRO), Task 606, "Procurement Intern Program". As part of this research effort, APRO must obtain information as to how well the Procurement Intern Program is operating. Such information is being sought from intern and graduate interns throughout DARCOM.

Your command is aware of your participation in this research, and this survey has been distributed to you through an action officer in your installation. After you have completed the survey and mailed it in the self-addressed envelope, please return the inclosed control slip to the named action officer. Note that the anonymity of your replies is retained.

Please understand that your replies will be kept in strict confidence and that they will be used only in our efforts to improve the DARCOM Procurement Intern Program. We urge that you not discuss the survey with anyone prior to its completion and return. In order to complete this research in a timely manner, it is absolutely necessary that you return the survey form within two days of receipt.

Should you require additional information regarding the questionnaire, please contact Mr. Robert Nick or Mr. Ed Lovett, Autovon 687-4381/1395. We greatly appreciate your participation in this research survey and are looking forward to your answers and comments.



PAUL F. ARVIS, Ph.D.,
Director, US Army
Procurement Research Office

DARCOM PROCUREMENT INTERN PROGRAM

[This questionnaire was completed to serve as a raw data display for the aggregate.]

1. What is your current status?

41 a. First year intern

77 b. Second year intern

42 c. Third year intern

30 d. Graduate intern

 e. Other (please specify) _____

2. If you are a graduate intern, please indicate

All were AMC Interns. Question was used

a. which procurement intern program to exclude local interns from this study.

b. what year you entered the program '69(3), '70(5), '71(1), '72(16), '73(5)

c. what year you completed the program '70(1), '71(4), '72(3), '75(15), '76(7)

3. At what age did you enter the program?

45 a. 20-22

62 b. 23-25

47 c. 26-28

20 d. 29-31

12 e. 32-34

1 f. 35-40

3 g. over 40

4. How did you enter the intern program?

160 a. FSEE/PACE

10 b. internal placement

20 c. top 10% of your class

 d. other (specify) _____

5. Do you have veteran's preference?

58 a. yes

132 b. no

6. What was your educational level on entering the program?

1 a. less than high school

2 b. high school

2 c. business, vocational or trade school

3 d. at least 30 semester hours of college credit

4 e. at least 60 semester hours of college credit

3 f. at least 90 semester hours of college credit

2 g. at least 120 semester hours of college credit

165 h. Bachelor's degree

7 i. Master's degree

1 j. Doctor's degree

7. What is your current educational level?

- 1 a. less than high school
- 2 b. high school
- 0 c. business, vocational or trade school
- 3 d. at least 30 semester hours of college credit
- 5 e. at least 60 semester hours of college credit
- 2 f. at least 90 semester hours of college credit
- 2 g. at least 120 semester hours of college credit
- 161 h. Bachelor's degree
- 13 i. Master's degree
- 1 j. Doctor's degree

* 8. Indicate in which of the following areas you have had more than 9 semester/quarter hours college credit. Show relative amount of credit by indicating 1 for most and 2 for next, etc.

- 52 a. Business & Commerce
- 58 b. Social Sciences (please specify) History 17, Sociology 14, Political Science 13, Economics 11, Geography 1, Urban Development 1
- 2 c. Law
- 0 d. Engineering
- 12 e. Psychology
- 16 f. Physical Sciences (please specify) Biology 8, Chemistry 2, Physics 2, Biochemistry 1, Zoology 1, Life Sciences 1, Meteorology 1
- 5 g. Mathematics
- 3 h. Education
- 17 i. English & Journalism
- 9 j. Foreign Languages & Literature
- 2 k. Fine & Applied Arts
- 7 l. Other (please specify) Biblical Studies 2, Philosophy 2, Library Science 1, Forestry 1, Humanities 1

* Tabulations shown here address only the recorded college majors of the interns.

9. What is your current job title?

- 1 a. Procurement Officer
- 10 b. Procurement Analyst
- 0 c. Procurement Assistant
- 2 d. Procurement Agent
- 170 e. Contract Specialist
- 0 f. Contract Negotiator
- 0 g. Contract Administrator
- 1 h. Contract Assistant
- 2 i. Contract Price Analyst
- 0 j. Purchasing Agent
- 0 k. Industrial Property Officer
- 0 l. Business Analyst
- 3 m. Industrial Specialist
- 1 n. Other (please specify) Contracting Officer 1

10. Which of the following job titles best describes your current assignment?

- 0 a. Procurement Officer
- 14 b. Procurement Analyst
- 3 c. Procurement Assistant
- 4 d. Procurement Agent
- 131 e. Contract Specialist
- 2 f. Contract Negotiator
- 6 g. Contract Administrator
- 4 h. Contract Assistant

- 12 i. Contract Price Analyst
- 7 j. Purchasing Agent
- 0 k. Industrial Property Officer
- 0 l. Business Analyst
- 4 m. Industrial Specialist
- 3 n. Other (please specify) Contracting Officer 1, Production Controller 1,
Other Duties as Assigned Specialist 1

11. What is your grade?

- 41 a. GS-5
- 77 b. GS-7
- 52 c. GS-9
- 15 d. GS-11
- 5 e. GS-12
- 0 f. Other (please specify) _____

12. What is your organization?

- 41 a. US Army Armament Command
- 33 b. US Army Aviation Systems Command
- 36 c. US Army Electronics Command
- 35 d. US Army Missile Command
- 27 e. US Army Tank Automotive Readiness Command
- 5 f. US Army Tank Automotive R&D Command
- 13 g. US Army Troop Support Command
- 0 h. Other (please specify) _____

13. Have you completed the following courses?

Were they classroom or correspondence?

yes	no		Comp Date m/yr	Class- room	Corres- pondence
<u>186</u>	—	a. Defense Procurement Management		<u>182</u>	<u>4</u>
<u>66</u>	—	b. Government Contract Law ^{Self-taught} _{Seminar 10}	<u>Equiv. Test</u> <u>1</u>	<u>29</u>	<u>26</u>
<u>100</u>	—	c. Contract Administration I ^{Self-taught} ₂	<u>Seminar</u>	<u>90</u>	<u>8</u>
<u>117</u>	—	d. Defense Cost and Price Analysis		<u>116</u>	<u>1</u>
<u>112</u>	—	e. Defense Contract Negotiation Technique		<u>111</u>	<u>1</u>
<u>132</u>	—	f. Defense Small Purchases		<u>28</u>	<u>104</u>
<u>4</u>	—	g. Production Management Course		<u>3</u>	<u>1</u>
<u>1</u>	—	h. Introduction Quantitative Analysis		<u>1</u>	
<u>0</u>	—	i. Industrial Property Administration			
<u>56</u>	—	j. Automatic Data Processing Orientation Seminar		<u>54</u>	<u>2</u>

14. Which of the following courses are you scheduled to attend in the next six months?

- 3 a. Defense Procurement Management
- 21 b. Government Contract Law
- 43 c. Contract Administration I
- 58 d. Defense Cost and Price Analysis
- 60 e. Defense Contract Negotiation Technique
- 16 f. Defense Small Purchases
- 4 g. Production Management Course
- 1 h. Introduction Quantitative Analysis
- 0 i. Industrial Property Administration
- 69 j. Automatic Data Processing Orientation Seminar

15. List any other courses you have taken.

COURSE	COMPLETION DATE (month/year)	CLASSROOM	CORRESPONDENCE
DARCOM ORIENTATION	36	36	36
CCSS/ALPHA	35	34	1
A VALUE ENGINEERING COURSE	27	27	
TWO STEP FORMAL ADVERTISING AND MULTI YEAR PROCUREMENT	18	18	
DEFENSE ADVANCED PROCUREMENT MANAGEMENT	12	12	
ARMY EFFECTIVE WRITING	6	6	
A TERMINATIONS COURSE	5	5	
DEFENSE FINANCIAL MANAGEMENT	5		5
INTRODUCTION TO MANAGEMENT IN LOGISTICS	4		4

16. Has your formal classroom training been directly related to the OJT assignments you were given immediately after taking the course or within 3 months after completing the course?

133 a. Yes

53 b. No

17. Do you feel you have taken courses which were unrelated to subsequent OJT assignments?

54 a. Yes

132 b. No

18. List the courses which have been most beneficial in your day to day procurement activities:

85.6 DEFENSE PROCUREMENT MANAGEMENT COURSE
 18.0 DEFENSE SMALL PURCHASES
 18.0 DEFENSE COST AND PRICE ANALYSIS COURSE
 12.9 DEFENSE CONTRACT NEGOTIATION TECHNIQUES
 12.1 CONTRACT ADMINISTRATION COURSE
 7.9 CONTRACT LAW
 1.6 DEFENSE ADVANCED PROCUREMENT MANAGEMENT COURSE

19. Are there courses you feel should be added to the intern program?

60 a. Yes

26 b. No

99 c. No opinion

If yes, please identify the course(s)

DEFENSE ADVANCED PROCUREMENT MANAGEMENT COURSE 13
A LOCAL ACTIVITY COURSE IN PROCUREMENT POLICIES AND PROCEDURES 9
PRODUCTION MANAGEMENT COURSE 8
A MANAGEMENT TRAINING COURSE 7
CONTRACT ADMINISTRATION II 6

20. Are there courses you feel should be deleted from the intern program?

36 a. Yes

91 b. No

59 c. No opinion

If yes, please identify the course(s)

CONTRACT ADMINISTRATION 11
AUTOMATIC DATA PROCESSING ORIENTATION SEMINAR 9
DEFENSE CONTRACT NEGOTIATION TECHNIQUES 6
SMALL PURCHASES 5
DARCOM ORIENTATION FOR CAREER INTERNS 4
SELF-TAUGHT SEMINARS IN CONTRACT LAW 3

21. Have you written the following types of contracts?

YES NO

41 _____ a. Fixed Price with Economic Price Adjustment

166 _____ b. Firm Fixed Price, \$10,000 to 99,999

116 _____ c. Firm Fixed Price, \$100,000 to 999,999

43 _____ d. Firm Fixed Price over \$1,000,000

9 _____ e. Fixed Price Incentive \$10,000 to 99,999

9 _____ f. Fixed Price Incentive \$100,000 to 999,999

10 _____ g. Fixed Price Incentive over \$1,000,000

YES	NO	
<u>47</u>	<u> </u>	h. CPFF \$10,000 to 99,999
<u>38</u>	<u> </u>	i. CPFF \$100,000 to 999,999
<u>12</u>	<u> </u>	j. CPFF over \$1,000,000
<u>13</u>	<u> </u>	k. CPIF \$10,000 to 99,999
<u>11</u>	<u> </u>	l. CPIF \$100,000 to 999,999
<u>8</u>	<u> </u>	m. CPIF over \$1,000,000
<u>5</u>	<u> </u>	n. CPAF
<u>26</u>	<u> </u>	o. T&M
<u>15</u>	<u> </u>	p. LH

22. Have you accomplished the following actions?

YES	NO	
<u>19</u>	<u> </u>	a. Two-step Formal Advertising
<u>70</u>	<u> </u>	b. Partial set-asides
<u>88</u>	<u> </u>	c. Competitive Negotiation over \$100,000
<u>112</u>	<u> </u>	d. Price/Cost Analysis \$10,000 to \$100,000
<u>74</u>	<u> </u>	e. Price/Cost Analysis over \$100,000
<u>90</u>	<u> </u>	f. Sole Source Negotiations over \$100,000
<u>26</u>	<u> </u>	g. 8(a) Contracts
<u>5</u>	<u> </u>	h. Off-shore Procurements
<u>183</u>	<u> </u>	i. Small Purchases
<u>159</u>	<u> </u>	j. Formal Advertising
<u>89</u>	<u> </u>	k. Basic Order Agreement

23. Have you been involved in the following actions?

YES NO

- | | | |
|------------|-------|--|
| <u>27</u> | _____ | a. Protests to the General Accounting Office |
| <u>30</u> | _____ | b. Appeals to the Armed Services Board of Contract Appeals |
| <u>49</u> | _____ | c. Claims Against the Government |
| <u>66</u> | _____ | d. Terminations for Default |
| <u>77</u> | _____ | e. Terminations for Convenience |
| <u>74</u> | _____ | f. No Cost Terminations |
| <u>70</u> | _____ | g. Certificate of Competency Procedures |
| <u>105</u> | _____ | h. Mistakes in Bids |
| <u>120</u> | _____ | i. Late Bids or Proposals |
| <u>46</u> | _____ | j. Reprocurement after Terminations |
| <u>139</u> | _____ | k. Contracts with Government Furnished Property |

24. How well do you think the intern program prepares an individual for journeyman level performance?

- | | |
|------------|--------------|
| <u>34</u> | a. Excellent |
| <u>105</u> | b. Good |
| <u>38</u> | c. Fair |
| <u>6</u> | d. Poor |

25. Do you think the present procedure used in the semi-annual intern appraisal (DARCOM Form 2002) allows for a free & unbiased appraisal?

- | | |
|-----------|--------|
| <u>97</u> | a. Yes |
| <u>83</u> | b. No |

26. Are there any changes to the DARCOM Form 2002 that you would recommend?

76 a. Yes

112 b. No

If yes, please identify any changes.

More gradation in performance ratings 17
Honest reporting of OJT experiences (tracking hours useless) 11
Narrative report 11
Checklist to show what was covered 7
Return to 2002 Form (16 Apr 71) 5
Use only "satisfactory" and "unsatisfactory" 5
Eliminate it 4

27. Are there any changes to the appraisal procedures that you would recommend?

60 a. Yes

112 b. No

If yes, please identify any changes.

Interns be allowed to comment separately, unseen by supervisor 12
Common basis used by raters 11
Appraisal by immediate supervisor/trainer only 11
Earlier feedback 4
No appraisal unless rater has known intern's work for at least six months 4

28. Do you think the mobility requirement is a necessary part of the intern program?

77 a. Yes

110 b. No

Please comment on the usefulness of the mobility requirement.

Broadens exposure to procurement actions and process itself 23
Moves should be optional only 22
Maximum benefit to Army 15
Counterproductive 13
Expensive to move when vacancies exist at training site 8
Already can stay or leave as it suits intern 8
Extreme financial hardship 6
Should be used for staffing requirements only 6
Prevents many qualified people from applying 6

29. Do you have any suggestions for improving the procurement intern program?

Closer surveillance needed 23
Educate regular work force to its role in the program 15
Need a more structured OJT 14
Do not veer from the POI 12
Better planning needed in getting slots for schools 11
Flexibility, intern input, needed in forming IDP 11
Give intern coordinator more rein, full-time job 10
More thorough training needed in major procurement areas 9
Put emphasis on providing challenging productive jobs 7
Improve interview, recruitment process 7
Classes should cover less material, stress true learning 6
Stage regular meetings for interns 6
Make program target GS-11 6
Provide more opportunities for special learning experiences 6
Better scheduling of courses needed from standpoint of training 6
Need overview of logistics 6

30. Do you have any general comments about the procurement intern program?

Production, not training is emphasized 22
Key is people who manage and train 18
Little actual work, much clerical work 14
Could easily be excellent 9
Hit or miss implementation of OJT 8
Limited advancement beyond intern program is a problem 7

APPENDIX B

CAREER INTERN PROGRESS REPORT

INSTRUCTIONS

1. Reporting Installation/Activity - Self-explanatory.
2. Typed Name of Intern - Self-explanatory.
3. Social Security No. - Self-explanatory.
4. Period of Training - This is a semiannual report. The "To" date is either 30 Sep or 31 Mar. The "From" date is either 6 months prior to one of the above dates or the commencing date of the intern's program.
5. Entrance on Duty - Enter the date the career intern reported to the parent organization for instruction.
6. OCC Series - Occupational Series. When appropriate, the subfield within an occupational series should also be shown.
7. Career Field - Enter the name of the intern's career field; i.e., Procurement, Materiel Maintenance Management, Supply, etc.
- 8a. POI Subject - Program of Instruction. Enter the course title or POI subject from the applicable POI for which employee was assigned during the rating period.
- b. Hours of Instruction - Place total training hours during rating period for each POI subject.
- c. Dates - Self-explanatory.
- d. Instructor's Rating - Enter the numerical rating based on the rating code. Ratings are based on intern's performance and attitude for each course or POI subject.
- e. Instructor's Initials - Self-explanatory.
- f. Intern's Initials - Self-explanatory.
9. Comments by Intern - Narrative by the intern as pertains to his evaluation of the training received, quality of the instruction, fairness of rating, etc.

- 9a. Signature of Intern - Self-explanatory.
 - 9b. Date - Date of intern's signature.
 10. Comments by Supervisor - Supplements numerical rating of instructor's or intern's comments. Will be made only at semiannual or change-of-supervisor report times.
 - 10a. Typed name and signature of Supervisor - Self-explanatory.
 - 10b. Date - Date of Supervisor's signature - Self-explanatory.
 11. Typed name and signature of Activity Career Program Manager (ACPM) - Self-explanatory.
 - 11a. Date - Date of ACPM's signature - Self-explanatory.
- Period of Reporting: This report will be executed semiannually and will indicate each POI subject (OJT, Formal, Correspondence Courses) taken or completed. The career intern's progress report will be a 6 month cumulative one to include each POI block of instruction. In addition to the semiannual report, a progress report will be made whenever the intern has a change in supervisors.
- Distribution: This report will be executed by the instructor in quadruplicate and distribution will be made as follows:
- 1 - Copy to the Career Intern.
 - 1 - Copy for the Training File.
 - 1 - Copy for the DIT, ALMC.
 - 1 - Copy for the Activity Career Program Manager or coordinator.
- Maintenance of Report - The report will be maintained in the training file as a permanent part of the career intern's training record.

APPENDIX C

PRECIS DARCOM CAREER INTERN PROGRAM PROCUREMENT



DARCOM CAREER INTERN PROGRAM
PROCUREMENT

Job Series: GS-1101 General Business and Industry
GS-1102 Contract and Procurement
GS-1103 Industrial Property Specialist
GS-1150 Industrial Specialist

Introduction: The following is a brief "fact sheet" on the above job series. For detailed information, see DARCOM Pamphlet, DARCOM-P 690-3-14 (CPR 950-14).

NOTE: All individuals who participate in this training program are designated as DARCOM Procurement Career Interns in the GS-1102 series. They will receive training for eventual qualification for target journeyman positions at the GS-9 level in any of the following series which will be determined toward the completion of Phase III training and will be based on the DARCOM career intern's capabilities and the needs of DARCOM.

I. Job Series.

A. GS-1101 General Business and Industry: This career field includes positions requiring skills covered in career fields listed below and require application consistent with specific work assignment. Positions in this series, as in the series that follow, require certain personal characteristics that are necessary to enhance the working relationship between the incumbent and the representatives of civilian industry such as personal integrity, ability to communicate effectively, sound and independent judgment, stability under pressure, and the ability to comprehend and retain large quantities of information. Employees in these positions must also be resourceful, cooperative, tactful, and persuasive.

B. GS-1102 Contract and Procurement: This career field includes positions that involve obtaining contractual agreements through negotiation with private concerns, educational institutions, and nonprofit organizations to furnish services, supplies, equipment, or other materials to the Government; assuring compliance with the terms of the contractual agreements and resolving problems concerning the extent of contractual obligation of either the Government or private concerns. Incumbent in these positions must be able to analyze and settle contractor claims and proposals in contract termination actions, purchase supplies, services, equipment, or other materials by formally advertised bids and negotiated procurement procedures. Employees in these positions must be able to plan or implement procurement

PRECIS, DARCOMP 690-3-14

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programs, policies, and/or procedures on staff or operational level, when such work requires a knowledge of business and industrial practices, supply sources, and market trends.

C. GS-1103 Industrial Property Specialist: This career field includes positions that require skills to evaluate and determine adequacy of management, utilization, and control of Government-owned property, including materials, special tooling or facilities used by contractors in the accomplishment of Government contracts. Employees in these positions must be familiar with overall procurement regulations and well-grounded in the provisions of regulations, directives, policies, and procedures applicable to industrial property and in the application of same. Incumbent must also be able to interpret and apply the terms and provisions of Government contracts in the acquisition, use, and control of such property by private contractors.

D. GS-1150 Industrial Specialist: This career field includes positions that perform or supervise work involved in forming and reviewing plans, policies, and procedures for the development, mobilization, or emergency control of industrial facilities and activities; and promoting and encouraging industry cooperation under voluntary agreement programs with respect to industrial production and related activities. Positions in this series require knowledge of industry trends, practices, developments and sources of possible contract support, manufacturing processes, pricing, etc. Incumbent will be required to possess detailed understanding of industrial Production Operation to insure production layout processes and facilities, machinery, tools, etc., are effectively utilized in producing the end item of the contract.

II. Program of Instruction. DARCOM Pamphlet 690-3-14 provides a Program of Instruction (POI) that describes a comprehensive training program that will prepare career interns for professional growth at HQ DARCOM and DARCOM major subordinate commands, installations, and activities. This is a three-phase/three-year training program. The three POI phases are types of training, i.e. formal training, rotational on-the-job training, and in depth technical on-the-job training. The three POI phases, which may not necessarily occur in chronological order, are generally described below.

A. Phase I training consists of a general orientation covering the role of the DARCOM within the Department of the Army (DA) and formal training courses. Formal training includes:

	<u>Training Hours</u>
1. DARCOM General Orientation for Career Interns	80
2. Defense Small Purchases Course	40
3. Defense Procurement Management Course	160
4. Principles of Contract Pricing	80
5. Defense Contract Negotiation Workshop	40
6. Automatic Data Processing Orientation Seminar	40
Total Hours	440

B. Phase II training consists of rotational on-the-job training in functional areas of the career programs at a designated training site. It should acquaint the career intern with functions and responsibilities that are part of the DARCOM Procurement career pattern and should include additional formal training where indicated. Formal and on-the-job training includes:

	<u>Training Hours</u>
1. Agency Orientation	40
2. Small Purchases	320
3. Formal Advertising	480
4. Contract Pricing	320
5. Negotiation	640
6. Contract Management	480
7. Procurement Policy	320
8. Production Management	240
9. Related Procurement Subjects	240
10. Nonacademic Time	640
Total Hours	3720

C. Phase III training consists of in depth, on-the-job training in the specific series for which the Procurement career intern is being prepared. It should be conducted at the site that will normally be the career intern's permanent duty location (PDL) and may also include additional formal training in the career program specialty where the supervisor considers such additional training to be desirable. Training and hours in both formal and on-the-job training will be arranged by Phase III training site and will total 2080 hours.

III. Learning Objectives. The attainment of learning objectives is determined at the end of each phase or major segment of training by the Activity Career Program Manager (ACPM) and/or the immediate supervisor/instructor.

IV. Program Evaluation.

A. A semiannual Career Intern Progress Report (DARCOM Form 2002) will be used to rate the career intern's performance and attitude for each segment of training. The DARCOM Form 2002 also provides the career intern an opportunity to assess the training program/training being provided.

B. An annual Employee Career Appraisal (DD Form 1559) will be submitted by the immediate supervisor of each career intern.

V. Sponsorship Program. A sponsorship program will be established by the ACPM at the designated training site, in coordination with the servicing civilian personnel officer. The sponsorship program will normally require designating an individual for a personalized contact point and providing the necessary advance and on-duty information to the DARCOM career intern by mail, by telephone, and/or in person after entry on duty.

VI. Post-Training Assignment.

A. As a result of changing staffing needs of the DARCOM, the Permanent Duty Location (PDL) for a particular career intern can seldom be identified until the latter part of Phase II training (Normally 18 to 21 months).

B. PDL determinations are based on the immediate needs of the location and its ability to provide good Phase III training, long-range and command-wide staffing requirements, and on the preferences of the career intern as to both location and areas of specialization within the career field.

STUDY TEAM COMPOSITION

APPENDIX D

STUDY TEAM COMPOSITION

STUDY TEAM COMPOSITION

The study team consisted of the following individuals:

Robert W. Nick, Project Officer, B.B.A., University of Mississippi, 1951; M.A. in Economics, Ohio State University, 1966; Certified Professional Contracts Manager; Procurement Analyst, US Army Procurement Research Office, ALMC. Prior to joining the US Army Procurement Research Office, Mr. Nick served as a member of the Aeronautical Systems Division Procurement Committee. Mr. Nick also has had experience as a contracting officer, contract negotiator, and supervisory purchasing agent.

Linwood W. Davis, B.A. in Journalism, Washington and Lee University, 1968; Contract Specialist, Troop Support and Aviation Materiel Readiness Command, detailed to the US Army Procurement Research Office, ALMC. This detail is part of his intensive technical training (third year) as a US Army Materiel Development and Readiness Command Procurement Intern. Mr. Davis also has had experience as a teacher in Virginia schools.

Edward T. Lovett, B.A. in Psychology, Villanova University, 1969; M.S. in Contract and Procurement Management, Florida Institute of Technology, 1974; Certified Professional Contracts Manager; Procurement Analyst, US Army Procurement Research Office, ALMC. Prior to joining the US Army Procurement Research Office, Mr. Lovett was a Logistics Management Specialist and a Commodity Program Management Specialist at Headquarters, US Army Materiel Development and Readiness Command, a contract specialist with US Army Electronic Command, and a US Army Materiel Development and Readiness Command Procurement Intern. In addition to his research assignment, Mr. Lovett is an Adjunct Professor of Procurement at the graduate level for a local university.

Monte G. Norton, P.E., B.S. in Industrial Engineering, North Dakota University, 1969; M.E. in Industrial Engineering, Texas A & M University, 1970; Industrial Engineer, US Army Procurement Research Office, ALMC. Prior to joining the US Army Procurement Research Office, Mr. Norton was an Operations Research Analyst with the Defense Logistics Studies Information Exchange. Before that, Mr. Norton was a General Engineer with Safeguard System Command, a US Army Materiel Development and Readiness Command Engineer and Scientist Intern, and a Government subcontractor.

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13. ABSTRACT <p>The findings establish that for the most part the intern program offers a well rounded procurement experience through on-the-job training and a beneficial formal schools curriculum. Improvements suggested by the findings are: Improve reliability of manpower needs projection; Strengthen the on-the-job training concept by improved implementation; Develop methods to improve intern-management communications; Simplify the intern appraisal form; Give increased attention to the preparation of Individual Development Plans; Clarify the policy behind the Mobility Agreement and adhere to it consistently; and Continue improvements in the scheduling of formal schools training and in the program's recruitment posture.</p>			

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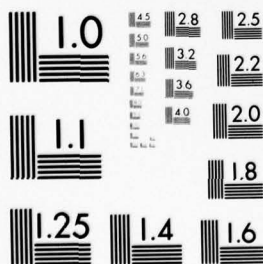
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